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Report of the accomplish-
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REPORT

OF THE

accomplishments of the

DEPARTMENT OF LABOUR AND HEALTH

and outline of

LEGISLATION

to advance the rights of Wage Earners and to protect
the interests of

WOMEN AND CHILDREN

enacted under the


U.F.O.-LABOUR GOVERNMENT

for the years

1920, 1921, 1922, 1923

HON. W. R. ROLLO
MINISTER OF LABOUR

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DEPARTMENT



OF LABOUR

MINISTRY OF LABOUR

CHART SHOWING ORGANIZATION AND LINES OF WORK

WORKMENS' COMPENSATION BOARD

MOTHERS' ALLOWANCES COMMISSION

MINIMUM WAGE BOARD

EMPLOYMENT SERVICE COUNCIL

FACTORIES
 SHOPS
 OFFICE BUILDINGS
 BAKESHOPS
 ELEVATORS, HOISTS
 FOUNDRIES, AND
 POLISHING PLANTS
 PROTECTION OF WOMEN
 IN INDUSTRY
 SUPERVISION OF ANNUAL
 BOILER INSPECTION
 SUPERVISION OF MINIMUM
 WAGE ORDERS
 SUPERVISION OF STATY
 ENGINEERS' CERTIFICATES

FACTORY
 INSPECTION
 BRANCH
 CHIEF FACTORY
 INSPECTOR

EXAMINERS OF
REPORTS AND DESIGNS

INSPECTOR OF FOUNDRIES

INSPECTOR OF
POLISHING PLANTS

INSPECTORS 14

INSPECTRESSES 4

TORONTO (6)
 SAULT STE. MARIE
 HAMILTON
 OTTAWA
 STRATFORD

INSPECTION OF
 BOILER DESIGNS

INSPECTION OF
 NEW BOILERS

STEAM
 BOILER
 BRANCH
 CHIEF INSPECTOR

INSPECTORS (6)

INSPECTION OF BOILERS SOLD,
 EXCHANGED, OR REPAIRED.

INSPECTION OF ELECTRICAL WORKERS' ORDERS FOR THE PROTECTION OF WOMEN IN INDUSTRY

DEPUTY
 MINISTER
 OF LABOUR

ADMINISTRATIVE
OFFICES

INVESTIGATION
AND RESEARCH

EMPLOYMENT SERVICE & STATIONARY AND HOISTING ENGINEERS' BOARD

EMPLOY-
 MENT
 SERVICE

GENERAL SUPT.

PROVINCIAL
CLEARING
HOUSE

EMPLOYMENT
OFFICE ACT

STATIONARY-AND-
 HOISTING ENGIN-
 EERS' BOARD

Chairman

Board Members (2)

KINGSTON HAMILTON
 BELLEVILLE SARNIA
 BRANTFORD OTTAWA
 CHATHAM NIAGARA FALLS
 FORT WILLIAM COBALT
 ST. THOMAS PEMBROKE
 TIMMINS TORONTO
 SUDBURY PORT ARTHUR
 NORTH BAY SAULT STE. MARIE
 OSHAWA ST. CATHARINES
 PETERBORO LONDON
 KITCHENER GUELPH
 WINDSOR

MENS DEPT
 WOMENS DEPT
 MENS DEPT
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 WOMENS DEPT

GRADING STATIONARY
ENGINEERS' CERTIFICATES

HOISTING AND PORTABLE
CERTIFICATES

REGISTRATION OF PLANTS

Ontario Department of Labour

ORIGIN AND GROWTH

The Bureau of Industries of Ontario established in 1882 may be regarded as the starting point in the work of this department.

In 1900 an Act respecting the Bureau of Labour was introduced in the Legislature by the Hon. F. T. Blachford, Commissioner of Public Works.

"There shall be attached to the Department of the Commissioner of Public Works a bureau to be styled "The Bureau of Labour."

(1) It shall be the object of the Bureau to collect, assort and systematize and publish information and statistics relating to employment, wages and hours of labour throughout the Province—co-operation, strikes or other labour difficulties, trade unions, labour organizations, the relations between labour and capital, and other subjects of interest to workmen; with such information relating to the commercial, industrial and sanitary conditions of workmen and the permanent prosperity of the Industries of the Province as the Bureau may be able to gather."

The Bureau was under the direction of the Hon. F. R. Latchford and its first secretary was Robert Glockling. One of its first duties was to conduct an investigation of the wages, hours of labour and the general conditions and progress of organized labour in Ontario during the years 1895 to 1899. The result of this investigation together with a synopsis of Labour Laws of Ontario was included in the first Annual Report.

In the following year special attention was paid to the advisability of establishing free employment offices and industrial statistics covering 18 industries were collected and tabulated. These statistics dealt with the number of persons employed, amount paid in wages, number of days in operation, value of products, etc., and information was published dealing with conciliation in trade disputes, strikes and lock-outs, legal decisions effecting labour and a Directory of Labour Organizations in the Province was tabulated.

In 1906 John Armstrong became Secretary of the Bureau under the Hon. J. O. Reaume, Commissioner of Public Works, and in that year two free employment offices were established in Hamilton and Ottawa. The development of free employment offices continued and during 1907-8-9 there were offices established at London, Kitchener and Brantford.

In 1911 Robert Edgar became Secretary of the Bureau, and in 1912 the number of employment offices had increased to 6. The 1914 report indicates that 4,610 persons registered at these offices and 1,933 were placed in positions. Vacancies reported by employers totalled 2,157.

By the Trades and Labour Branch Act, 1916, this branch of the Public Service was established and by an Order-in-Council of July, 1916, placed under the direction of the Minister of Public Works. The administration of the following Acts was assigned to the Branch:—

- (a) The Bureau of Labour Act;
- (b) The Stationary and Hoisting Engineers Act;
- (c) The Building Trades Protection Act;
- (d) The Factory, Shop and Office Building Act;
- (e) The Steam Boiler Act;
- (f) The Employment Agencies Act, 1917;

Various other powers were conferred by this Act for the protection and welfare of the industrial classes and the establishment of new industries in the Province. Dr. W. A. Riddell was appointed Superintendent of the Branch.

An important feature of the work of the Trades and Labour Branch during the latter part of the war period was organization of labour forces with a view to greater production especially in seasonal occupations such as fruit picking, flax gathering and harvesting, and kindred lines of activity. Large numbers of women were secured for work in munition plants and for work on the land to assist the fruit and truck growers. Men and boys were recruited from the cities and towns for work on the farms and this kind of activity greatly facilitated the development and usefulness of the Government Employment Offices.

In 1919 the Legislature passed an Act providing for the creation of a new Department of the Government to be known as the Department of Labour. No steps were taken, however, to establish the Trades and Labour Branch as the

Department of Labour until the advent of the Farmer-Labour Government in November 1919, when the portfolio of Minister of Labour was filled by the appointment of the Hon. W. R. Rollo. Due to the resignation of Dr. Riddell, Jas. H. H. Ballantyne was appointed Deputy Minister of Labour.

The diagrams on pages 2 and 30 show the number of branches of the Public Service that are associated with the Ministry of Labour. The Minister of Labour has direct control over the work of the Factory Inspection, Boiler Inspection and Stationary and Hoisting Engineers Branches, together with the Ontario Employment Service, and the work of these branches is co-ordinated through the medium of the main office. The Workingmen's Compensation Board, Minimum Wage Board, Mothers' Allowances Commission and the Employment Service Council are attached to the Ministry of Labour for legislative and policy purposes.

In November, 1919, a few days after the advent of the present administration, the Provincial Board of Health was transferred to the jurisdiction of the Minister of Labour. Under the direction of the Chief Officer of Health, Dr. J. W. S. McCullough, the work of this Department was reorganized, and a diagram on page shows the various branches of activity in which the Board is engaged.

ADVENT OF THE U.F.O.-LABOUR GOVERNMENT

On October 20, 1919, forty-four of the sixty-four candidates placed in ridings by local U.F.O. Clubs were returned as members of the Ontario Legislature.

The platform upon which these members appealed to their constituents for election included legislation to facilitate co-operative effort in agriculture, extension of educational facilities in rural districts, development of good roads and continuous road maintenance, encouragement of Hydro Electric development and effective public control over it, support of legislation on the liquor traffic as approved by a referendum and application of the principle of proportional representation to electoral methods.

Although the U.F.O. group were not numerous enough to carry on a government by themselves they constituted the largest group in the legislature.

A working alliance was formed with the elected representatives of Labour because the principles and platforms of both these groups had much in common for legislative enactment. The U.F.O. group were representative of workers in the fields and the Labour group of workers in the factories and workshops.

When it is realized that only two of the U.F.O. members had ever sat in the legislature the task of forming a cabinet was an exceedingly difficult one. Two cabinet seats were allocated to labour as their just share and W. H. Rollo, member for West Hamilton, and H. Mills, Member for Fort William, were the members so honored. E. C. Drury was elected as Premier and the Ontario Farmer-Labour Cabinet formed at the end of 1919 was as follows:—

Premier, Hon. E. C. Drury

Minister of Highways, Hon. F. C. Biggs

Minister of Agriculture, Hon. Manning Doherty

Minister of Education, Hon. R. H. Grant

Minister of Lands and Forests, Hon. Beniah Bowman

Minister of Mines, Hon. Harry Mills

Minister of Labour, Hon. W. R. Rollo

Minister without Portfolio, Hon. Dougal Carmichael

Attorney-General, Hon. W. E. Raney

Provincial Secretary, Hon. H. C. Nixon

This Government has enacted into legislation many of the most important features appearing in the platform of both parties, and their record in regard to matters essentially associated with the interest and welfare of the industrial classes is outlined in the pages of this pamphlet. Such record is one that will bear the closest scrutiny and should be supported by every worker who participates in the benefits conferred.

WORKMEN'S COMPENSATION ACT AMENDMENTS—1920-23

This act provides compensation to workers (or their dependents), engaged in a large number of industries and occupations, in lieu of the right of action for damages at law, and went into effect the 1st of January, 1915. It is administered by the Workmen's Compensation Board instead of by the Courts.

The policy of the present Government has been not only to leave well enough alone but to improve where and when needed. While the benefits conferred by the Act previous to the U.F.O. Government assuming office were appreciated by the great mass of workers concerned it was evident that the benefits had not changed in accordance with the rapid advance in the cost of living.

The cost of living index number for food, fuel, rent, clothing and sundries in December, 1913, used as a base was 100. In December, 1915, it rose to 104, and at the end of 1919 had risen to 179. In July 1920 it reached its peak point—201—or in other words, it cost slightly more than twice as much to live in July, 1920, as it did in December, 1913. This condition of affairs was to the detriment of those workmen injured in industry and entitled to compensation as well as dependents drawing allowances under the Act.

RATE OF BENEFITS PREVIOUS TO 1920

Prior to the amendments enacted by the present Government the principal compensation benefits were based on 55 p.c. of a workman's average wages and the allowances of widows and children were \$30 per month to the widow and \$7.50 for each child with a maximum of \$60, irrespective of the number of children. An amendment to the Act in 1919 had increased the monthly payment to widows from \$20 to \$30 and for each child from \$5 to \$7.50 with a maximum of \$60 per month instead of \$40.

1920-22-23 AMENDMENTS AND BENEFITS CONFERRED ON INJURED WORKMEN AND DEPENDENTS

In 1920 the present administration passed several important amendments to the Act. One was to increase the rate of compensation from 55 p.c. to 66 2-3 p.c. of a workman's average wages with a minimum of \$12.50 a week or the amount of actual earnings if these are less than \$12.50 a week.

It is estimated up to the present time that this amendment, increasing the percentage allowance of compensation, has added about \$3,325,000 to the amount of compensation that would have been paid on the 55 p.c. basis. Over 100,000 workers injured in industry since 1920 have received the benefits of the increased percentage.

Other amendments brought foster mothers within the scope of benefits and increased the allowance to widows and foster mothers from \$30 to \$40 per month with a lump sum of \$100, and payments for children under 16 were raised from \$7.50 to \$10 per month. In cases where children were left but no widow, the allowance for each child was increased from \$10 to \$15 per month. Total allowances were not to exceed two-thirds of the workmen's average earnings.

These increases in allowances it is estimated up to the present time have added about \$2,700,000 to their compensation and about 1,375 widows and 2,500 children have received these increased benefits. 3 Foster mothers and 9 children are receiving benefits under the Foster Mother provision of 1920.

The allowance for burial expense was increased from \$75 to \$125 and up to the present time it is estimated the increase is about \$40,000, which is an additional help to dependents.

A further amendment provides that workmen are entitled free of charge to have artificial members and apparatus rendered necessary as a result of an accident, supplied to them and have the same kept in repair for a period of one year. 130 workmen have received benefits under this amendment at a cost of approximately \$12,500.

During 1922 an amendment provided that a railwayman's dependents who in consequence of the workman's duties may have ceased to be residents of Ontario shall, nevertheless, be entitled, if they later reside in Ontario, to compensation in respect of an accident occurring in Ontario on the same terms as though they had been residents at the time of the accident. This amendment confers a very great benefit on the dependents of railwaymen who may be residing temporarily in places outside the Province.

Another 1922 amendment stipulates that if a widow or invalid husband with one or more children dies while in receipt of compensation the allowance of \$10 for each child under 16 is increased to \$15 for each child per month.

The amendment passed during the 1923 session provides that sub-section 3 of Section 33 of the Act shall not operate to reduce the total monthly compensation below the rate of \$12.50 a week where the dependents are a widow

or an invalid husband with one or more children. It prevents the total monthly allowance from being cut down by the limitation involving two-thirds of average earnings to less than \$12.50 a week and means that the minimum amount payable to a widow or invalid husband with one or more children is about \$50 per month.

It is estimated that between 75 and 90 families will receive increased benefits by the 1923 amendment and the increased yearly amount to be paid will approximate \$15,000.

EXTENSION OF ACT TO INDUSTRIES

Industries brought within the scope of the Act since and including 1920 are: (a). coal, wood, lumber and builders' supply yards, (b) theatre, moving picture places, (c) applications from time to time under section 76a of the Act; which means that about 5,600 additional workmen are entitled to benefits.

GENERAL INFORMATION RE OPERATION OF ACT

About 450,000 workmen are under the protection of the Act and the number of workmen that have received benefits since the commencement of the Act to the present time is 275,000.

During the 8 years the Act has been in operation the total benefits paid amount to \$33,640,550.06.

The total number of accidents, 1920-22 inclusive, is 150,453. Fatal accidents during the same period total 1,256. The total number of accidents reported from the commencement of the Act to the end of 1922 is 322,218. The number of accidents reported daily average 168.

The total benefits awarded during the year 1920 amounted to \$7,780,145.25; 1921 amounted to \$6,189,263.49 and 1922 amounted to \$5,692,896.61. The benefits awarded per day average \$18.976, and the number of cheques issued per day average 496.

The amount paid for medical aid including doctors, hospital and skilled nursing bills during 1922 was \$692,819.94.

The average weekly wage of injured workmen in 1921 (the last year for which complete data is available) was \$25.07, as compared with \$25.57 for 1920.

The average age for 1921 was 35.03 years.

A little more than two per cent. of the injured employees were females, about 60 per cent. were married, and 86½ per cent. were British subjects.

The percentage of workmen of foreign allegiance has decreased in recent years; it was 24 per cent. in 1918, 18 per cent. in 1919, 15 per cent. in 1920, and 13½ per cent. in 1921.

The Workmen's Compensation Act of Ontario is one of the best upon the American Continent. It provides liberal benefits to injured workmen and dependents without being expensive upon employers or a handicap to industry.

In Great Britain statistics show that for the year 1920 it cost £8,851,607 in insurance premiums to pay benefits amounting to £2,980,755.

In the State of Pennsylvania official figures for the five years ending with 1920 show that it cost the employers \$80,290,028 in premiums to provide \$35,506,041 in benefits.

In Ontario out of every \$100 which employers are assessed, \$98 is paid directly for the benefit of injured workmen or their dependents. The balance constitutes a very small percentage of the assessment on employers and is used for administrative and other expenses.

There is no immense overhead profit loading or litigation and a minimum of trouble and expense is guaranteed to workmen and employers through the clean, efficient and impartial administration of the Act.

MOTHERS' ALLOWANCES ACT

Life is a journey of uncertainties and there are many persons who, through no fault of their own, need assistance on the road. The position of the mother with dependent children who is left a widow or deserted and is without adequate means of support is one that invokes the application of humanitarian principles by the State.

PROVISIONS

This Act was passed during 1920 and is one of the most important and beneficial pieces of legislation enacted by the U.F.O. Labour Government. It has provided means for bringing much needed assistance to children bereft of parental care and the U.F.O. Labour Government through the Minister of

Labour, Hon. W. R. Rollo, has during the past three years faithfully supplied sufficient finances to enable widowed mothers and others without adequate means of support, to give the requisite time and attention to the proper upkeep, care and training of their children and other dependents. Widowed mothers who are British subjects and have lived three years in Canada and two in Ontario, with two or more children under fourteen years of age and mothers with a permanently and totally incapacitated or insane husband and a similar number of children are provided for by the Act.

Amendments to the Act in 1921 broadened it to include the mother who has been deserted for five years, the mother with one child under fourteen who also has a child over fourteen or a husband who is permanently disabled and the grandmother, aunt, sister or suitable foster mother entrusted with the care of two or more orphaned children. The age limit of children in attendance at school was raised from fourteen to sixteen in accordance with the Adolescent School Act and certain problem cases upon the recommendation of the Commission and approval of the Lieutenant-Governor-in-Council may be granted an allowance.

ADMINISTRATION

The administration of the Act is carried out by a Commission of five persons who act without salary. Two women and three men were appointed in the summer of 1920.

The Commission organized local boards throughout the Province and 96 were appointed to assist in matters involving investigation and recommendation. These boards all serve without remuneration.

Applications for allowances are in the first instance submitted to the Local Board who make their recommendations to the Provincial Board, and after further investigation and report, a decision is rendered by the Commission. The Province is divided into four parts, counties, cities, towns and districts. Each of the first three is responsible for fifty per cent. of the allowances granted in their respective municipalities and in districts the Provincial Government pays the total allowance.

NUMBERS BENEFITTED

Up to the end of April, 1923, the number of families receiving allowances was 3,771. These families represent a total of 11,607 children under sixteen years of age, classified as follows:—

1,555 families with 2 children

1,049	"	"	3	"
632	"	"	4	"
285	"	"	5	"
135	"	"	6	"
51	"	"	7	"
18	"	"	8	"
2	"	"	9	"
2	"	"	10	"
1	"	"	11	"

41 families with one child under sixteen and an incapacitated husband or child over sixteen. The larger number of families have two and three children. Widows number 3,156, wives whose husbands are in asylums 110, wives with husbands permanently and totally incapacitated 295, wives deserted for five years or more 129 and foster mothers 79.

Three thousand three hundred and ninety-six of the families are in areas where the municipalities contribute 50 p.c. of the allowances and 375 have the total allowances paid by the Ontario Government.

ALLOWANCES GRANTED

\$2,945,184 is the total amount paid in allowances since the Act became effective up to the end of April, 1923. Present cost of administration does not exceed 5 p.c. of the allowance granted. During the month of March, 1923, the amount of allowances granted totalled \$134,305.

There are three rates of allowances, a city rate of \$40 per month, a town of \$35 per month and a county rate of \$30 per month. Each rate is based for a widow with two children, with an increase of \$5.00 per month for each

additional child. The average allowance per month per family is \$35, but it should not be overlooked that before an allowance is determined all sources of family income are considered. The following statement showing the number of beneficiaries in each city, town, county and district and the total amount of allowances granted in each up to April 30, 1923, indicates the equitable and fair methods of administration and treatment given to those who benefit by this splendid piece of legislation placed on the Statutes of Ontario by the U.F.O. Labour Government.

MOTHERS' ALLOWANCES COMMISSION

Amount paid throughout the Province from 1st November, 1920, to 30th April, 1923.

Counties.	Number of Beneficiaries.	Amount.	Cities.	Number of Beneficiaries.	Amount.
Brant	24	\$16,892	Chatham	15	9,646
Bruce	48	29,028	Fort William	32	24,705
Carleton	41	25,157	Guelph	37	34,782
Northumberland	39	29,651	Galt	27	26,218
Durham	19	17,413	Hamilton	154	130,867
Dufferin	13	4,469	Kingston	33	29,130
Stormont	42	27,226	Kitchener	37	30,645
Dundas	12	7,690	London	89	82,967
Glengarry	18	11,650	Niagara Falls	13	12,522
Essex	49	32,266	Ottawa	280	246,805
Elgin	33	19,109	Owen Sound	24	27,331
Frontenac	22	17,643	Port Arthur	29	22,213
Grey	43	31,215	Peterboro	46	42,800
Leeds	14	15,480	Sarnia	18	13,288
Grenville	12	7,930	Stratford	22	18,080
Hastings	41	22,658	Sault Ste. Marie	39	28,756
Haldimand	12	10,712	St. Thomas	21	15,498
Haliburton	10	4,094	St. Catharines	25	21,895
Halton	30	22,103	Welland	13	12,865
Huron	36	23,633	Woodstock	13	14,569
Kent	37	25,704	Windsor	50	22,071
Lennox & Addington	19	11,307	Toronto	723	663,870
Lanark	29	22,010			
Lincoln	23	15,520	Towns—		
Lambton	20	15,845	Brockville	17	16,004
Middlesex	30	18,470	Ingersoll	8	4,764
Norfolk	35	24,227	Prescott	2	1,915
Ontario	44	28,721	St. Mary's	9	6,295
Oxford	25	18,379	Smith's Falls	15	10,605
Peterboro	25	17,947	Trenton	8	3,763
Peel	24	20,237	Walkerville	11	6,645
Prince Edward	17	11,150	Gananoque	7	820
Prescott	41	25,650			
Russell	45	29,091	Districts—		
Perth	16	11,510	Algoma	35	25,504
Renfrew	77	54,095	Kenora	9	5,610
Simcoe	131	87,593	Muskoka	30	20,305
Victoria	35	25,375	Manitoulin	13	7,780
Wentworth	26	17,940	Nipissing	63	45,862
Welland	35	21,905	Parry Sound	51	36,329
Wellington	35	20,484	Rainy River	7	3,931
Waterloo	44	29,807	Sudbury	58	43,102
York	150	105,985	Thunder Bay	15	10,695
			Temiskaming	83	56,578
Cities—			Indian Reserves	9	2,695
Brantford	60	50,621			
Belleville	20	18,265			
				3,771	\$2,945,184

Minimum Wage Act, 1920

The first charge on any industry is the support of its members and such support should not be less than frugal and reasonable comfort. This principle of justice was placed on the Statutes of Ontario by the U.F.O.-Labour Government during the first session of its administration, and such action is an indication that all the members of this Government were anxious to safeguard and promote the payment of wages to female workers that would give them a decent chance to support themselves and not in any way handicap or injure industry.

PROVISIONS.

The Act provides for the appointment of a Minimum Wage Board of five members, two of whom are women. Employers and employees are equally represented with an impartial chairman.

Power is given to the Board to conduct investigations for the purpose of ascertaining working conditions and rates of wages and to establish minimum rates of wages for female employees in any trade, occupation or calling in Ontario, but female farm workers and domestic servants are excluded from the scope of the Act.

Conferences representing equally employers and employed may be convened to determine a proper minimum wage but the Board can establish either with or without the approval of such conferences certain minimum rates, and its regulations become effective on publication in the Ontario Gazette.

The Act was amended during 1921 to permit the Board to suspend or vary any of its orders in accordance with changed conditions in any industry in different localities.

CONTROL OF HOURS.

During 1922 an amendment to the Act permits the Board after due inquiry to establish a minimum wage and the maximum number of hours per week for which such minimum shall be paid and a rate of wage for all time worked in excess of the established maximum number of hours per week. Twenty-four orders have been issued by the Board up to the end of April, 1923.

MINIMUM WAGE BOARD ORDERS

ORDER NUMBER 1.

Laundries, Dry Cleaning Establishments and Dye Works, in TORONTO.

Minimum rate per week for:—

Experienced employees, 18 years or over.....	\$12.00
Inexperienced employees, 18 years or over.....	10.00
Under 18 years of age, not less than.....	9.00

ORDER NUMBER 2.

Confectionery, Biscuit, Chocolate, Jam, Gum, Grocery, Specialties, Crushed Fruit, Syrup, Pickles and all Allied Industries; Paper Box, Corrugated Paper Box, Paper Bag, Manufacturing Stationery, Envelope, Tag and Cheque Book and all Allied Industries, in TORONTO.

Minimum rate per week for:—

Experienced employees, 18 years or over.....	\$12.50
Inexperienced employees, 18 years or over.....	10.00
Under 18 years of age, not less than.....	8.00

ORDER NUMBER 3.

Retail Stores in Toronto.

Minimum rate per week for:—

Experienced employees, 18 years or over.....	\$12.50
Inexperienced employees, 18 years or over.....	10.00
Under 18 years of age, not less than.....	7.00

ORDER NUMBER 4.

Laundries, Dye Works and Dry Cleaning Establishments, in cities of more than 50,000 population, excepting TORONTO.

Minimum rate per week for:—

Experienced employees, 18 years or over.....	\$12.00
Inexperienced employees, 18 years or over.....	10.00
Under 18 years of age, not less than.....	7.00

ORDER NUMBER 5.

Laundries, Dye Works and Dry Cleaning Establishments in Ontario except in cities of over 50,000 population.

Minimum rate per week for:—

Experienced employees, 18 years or over.....	\$11.00
Inexperienced employees, 18 years or over.....	9.00
Under 18 years of age, not less than.....	7.00

ORDER NUMBER 6.

Retail Stores, in Cities of over 50,000 population excepting Toronto.

Minimum rate per week for:—

Experienced employees, 18 years or over.....	\$12.00
Inexperienced employees, 18 years or over.....	10.00
Under 18 years of age, not less than.....	8.00

ORDER NUMBER 7.

Confectionery, Biscuit, Chocolate, Jam, Gum, Candy, Grocery, Specialties, Crushed Fruit, Syrup, Pickles, and all Allied Industries, Paper Box, Corrugated Paper Box, Paper Bag, Manufacturing Stationery, Envelope, Tag, Cheque Book and Allied Industries, in cities of 50,000 population or over except TORONTO.

Minimum rate per week for:—

Experienced employees, 18 years or over.....	\$11.50
Inexperienced employees, 18 years or over.....	9.50
Under 18 years of age, not less than.....	8.00

ORDER NUMBER 8.

Confectionery, Biscuit, Chocolate, Jam, Gum, Candy, Grocery, Specialties, Crushed Fruit, Syrup, Pickles, and all Allied Industries; Paper Box, Corrugated Paper Box, Paper Bag, Manufacturing Stationery, Envelope, Tag, Cheque Book and Allied Industries, in cities and towns having population from 5,000 to 30,000.

Minimum rate per week for:—

Experienced employees, 18 years or over.....	\$11.00
Inexperienced employees, 18 years or over.....	9.00
Under 18 years of age, not less than.....	7.00

ORDER NUMBER 9.

Confectionery, Biscuit, Chocolate, Jam, Gum, Candy, Grocery, Specialties, Crushed Fruit, Syrup, Pickles, and all Allied Industries, Paper Box, Corrugated Paper Box, Paper Bag, Manufacturing Stationery, Envelope, Tag, Cheque Book and Allied Industries, in Ontario excepting towns and cities of more than 5,000 population.

Minimum rate per week for:—

Experienced employees 18 years of age or over.....	\$10.00
Inexperienced employees, 18 years or over.....	8.00
Under 18 years of age, not less than.....	6.00

ORDER NUMBER 10.

Retail Stores, in Ontario, except cities of more than 30,000 population.

Minimum rate per week for:—

Experienced employees, 18 years or over—

In cities and towns between 10,000 and 30,000.....	\$11.00
In cities and towns between 4,000 and 10,000.....	10.00
In towns and villages between 1,000 and 4,000.....	9.00
All below 1,000 and rural parts.....	8.00

Inexperienced employees, 18 years or over—

In cities and towns between 10,000 and 30,000.....	9.00
In cities and towns between 4,000 and 10,000.....	8.00
In towns and villages between 1,000 and 4,000.....	6.00
All below 1,000 and rural parts.....	6.00

Under 18 years of age—

In cities and towns between 10,000 and 30,000.....	7.00
In cities and towns between 4,000 and 10,000.....	6.00
In towns and villages between 1,000 and 4,000.....	6.00
All below 1,000 and rural parts.....	6.00

ORDER NUMBER 11.

Telephone Systems in urban populations of 4,000 or more, governing female operators.

Minimum rate per week for:—

Experienced employees, 18 years or over—

Toronto	\$12.50
Other cities over 30,000	12.00
Cities and towns between 10,000 and 30,000	11.00
Cities and towns between 4,000 and 10,000	10.00

Inexperienced employees, 18 years or over—

Toronto	10.00
Other cities over 30,000	10.00
Cities and towns between 10,000 and 30,000	9.00
Cities and towns between 4,000 and 10,000	8.00

Under 18 years of age in—

Toronto	8.00
Other cities over 30,000	12.00
Cities and towns between 10,000 and 30,000	7.00
Cities and towns between 4,000 and 10,000	6.00

ORDER NUMBER 12.

Telephone Systems throughout Ontario outside of urban municipalities of 4,000 or more population, governing female operators.

Minimum rate per week for:—

Inexperienced employees, 18 years or over..... 9.00

Less than 200 subscribers..... no figures given

200-400 subscribers.....\$ 7.00

400-600 subscribers..... 8.00

Over 600 subscribers..... 9.00

Inexperienced workers, 18 years or over—

Less than 200 subscribers.....no figures given

200-400 subscribers.....\$ 5.00

400-600 subscribers..... 6.00

Over 600 subscribers..... 7.00

ORDER NUMBER 13.

Textile Factories (which includes all Weaving, Knitting, Spinning and allied processes in Toronto).

Minimum rate per week for:—

Experienced employees, 18 years or over.....\$12.50

Inexperienced employees, 18 years or over..... 10.00

Under 18 years of age, not less than..... 8.00

ORDER NUMBER 14.

Textile Factories (which includes all Weaving, Knitting, Spinning and allied processes) in cities of 30,000 population or over except TORONTO.

Minimum rate per week for:—

Experienced employees, 18 years or over.....\$11.50

Inexperienced employees, 18 years or over..... 9.50

Under 18 years of age, not less than..... 8.00

ORDER NUMBER 15.

Textile Factories (which includes all Weaving, Knitting, Spinning and allied processes) in cities and towns having population from 5,000 to 30,000.

Minimum rate per week for:—

Experienced employees, 18 years or over.....\$11.00

Inexperienced employees, 18 years or over..... 9.00

Under 18 years of age, not less than..... 7.00

ORDER NUMBER 16.

Textile Factories (which includes all Weaving, Knitting, Spinning and allied processes) in Ontario, excepting towns and cities of more than 5,000 population.

Minimum rate per week for:—

Exp-rienced employees, 18 years or over.....\$10.00

Inexperienced employees, 18 years or over..... 8.00

Under 18 years of age, not less than..... 6.00

ORDER NUMBER 17.

Needle Trades (which includes the making of Garments, Tents, Awnings, Flags, and allied machine-sewing trades) in TORONTO.

Minimum rate per week for:—

Experienced employees, 18 years or over.....	\$12.50
Inexperienced employees, 18 years or over.....	10.00
Under 18 years of age, not less than.....	8.00

ORDER NUMBER 18.

Needle Trades (which includes the making of Garments, Tents, Awnings, Flags, and allied machine-sewing trades) in cities of 30,000 population or over except TORONTO.

Minimum rate per week for:—

Experienced employees, 18 years or over.....	\$11.50
Inexperienced employees, 18 years or over.....	9.50
Under 18 years of age, not less than.....	8.00

ORDER NUMBER 19.

Needle Trades (which includes the making of Garments, Tents, Awnings, Flags, and allied machine-sewing trades) in cities and towns having population from 5,000 to 30,000.

Minimum rate per week for:—

Experienced employees, 18 years or over	\$11.00
Inexperienced employees, 18 years or over.....	9.00
Under 18 years of age, not less than.....	7.00

ORDER NUMBER 20.

Needle Trades (which includes the making of Garments, Tents, Awnings, Flags, and allied machine-sewing trades) in Ontario, excepting towns and cities of more than 5,000 population.

Minimum rate per week for:—

Experienced employees, 18 years or over.....	\$10.00
Inexperienced employees, 18 years or over.....	8.00
Under 18 years of age, not less than.....	6.00

ORDER NUMBER 21.

Drugs, Chemicals, Pharmaceutical or Toilet Preparations, Cereals, Teas, Dyes, Inks, Shoe Blacking, or Polish, Mucilage, Medicines, Noncorrosive Acids and Non-hazardous Chemicals or Chemical Preparations in TORONTO.

Minimum rate per week for:—

Experienced employees, 18 years or over.....	\$12.50
Inexperienced employees, 18 years or over.....	10.00
Under 18 years of age, not less than.....	8.00

ORDER NUMBER 22.

Drugs, Chemicals, Pharmaceutical or Toilet Preparations, Cereals, Teas, Dyes, Inks, Shoe Blacking, or Polish, Mucilage, Medicines, Noncorrosive Acids and Non-hazardous Chemicals or Chemical Preparations in cities of 30,000 or over, except TORONTO.

Minimum rate per week for:—

Experienced employees, 18 years or over.....	\$11.50
Inexperienced employees, 18 years or over.....	9.50
Under 18 years of age, not less than.....	8.00

ORDER NUMBER 23.

Drugs, Chemicals, Pharmaceutical or Toilet Preparations, Cereals, Teas, Dyes, Inks, Shoe Blacking, or Polish, Mucilage, Medicines, Noncorrosive Acids and Non-hazardous Chemicals or Chemical Preparations in cities and towns having population from 5,000 to 30,000.

Minimum rate per week for:—

Experienced employees, 18 years or over.....	\$11.00
Inexperienced employees, 18 years or over.....	9.00
Under 18 years of age, not less than.....	7.00

ORDER NUMBER 24.

Drugs, Chemicals, Pharmaceutical or Toilet Preparations, Cereals, Teas, Dyes, Inks, Shoe Blacking, or Polish, Mucilage, Medicines, Noncorrosive Acids and Non-hazardous Chemicals or Chemical Preparations, in all of the Province of Ontario excepting cities and towns of more than 5,000 population.

Minimum rate per week for:—

Experienced employees, 18 years or over.....	\$10.00
Inexperienced employees, 18 years or over.....	8.00
Under 18 years of age, not less than.....	6.00

About 100,000 women workers have been protected by these orders and, in a great many instances, the increases in wages are substantial. One telephone exchange had two girls working a full-time week, receiving \$3.00 and \$4.00 respectively. Another paid its solitary employee \$4.50 a week. Another divided \$55.00 per month among three girls, which would give an average of about \$4.00 a week to each. These girls are now receiving not less than \$7.00 and \$8.00 per week respectively.

Among office workers a graduate of a leading Business College employed in a lawyer's office in a leading city of the Province was receiving \$7.00 per week. We find another girl at the head of the office of a big retail store with a staff of five under her and getting \$8.00 a week. The first of these girls is increased to not less than \$12.00 per week and the second to not less than \$11.00.

In retail stores in the smaller centres of the Province, experienced saleswomen were paid as little as \$6.00 a week, and occasionally, as low as \$4.00 or \$5.00 per week. These women are now receiving not less than \$11.00 per week.

In the textile factories in the smaller centres of the Province there are many low wages—the lowest a wage of 8 cents an hour for a 49-hour week. One factory in a country town has earnings such as \$3.35, \$4.35, \$3.42, \$4.39, \$3.72, \$3.46, etc., for the majority of the employees. In other textile factories girls of 15 and 16 years of age are receiving \$4.00 and \$5.00 per week. Experienced employees in textile factories in smaller centres are now receiving \$10.00 per week, and girls of 15 and 16, \$6.00 per week.

In a woollen mill where payment is by time, and the weekly period 53 hours, the highest wage was \$10.00 and the lowest \$4.50, while more than half the staff did not earn above \$6.00 per week.

These minimum wage orders in a number of instances prevented, halted, and reduced to less than was intended, the cutting of women workers' wages.

A substantial increase of total wages has followed the issuance of these orders.

Under Order No. 1, which covers laundries, etc., in Toronto, the wages paid had increased to the sum of \$52,000 per year.

Order No. 2 contains two types of factories. For the first, which includes confectionery and similar manufactures, the annual sum increased in the wages amounts to \$263,000. In the second group, which includes paper box and similar manufactures, the annual wage increase is \$25,000.

In Order No. 3 we find that the wages in eleven typical stores in Toronto increased by \$86,600 for a year's earnings. This is an exact comparison, as the same stores were taken in each investigation.

In Order No. 4 we have another exact comparison. In the 23 laundries in the cities over 30,000 population, excepting Toronto, the wage increase in a year amounts to \$23,000.

Order No. 5 relates to laundries in the Province generally, of which an exact comparison of the 29 which were in operation both before and after the order, shows that the additional annual wage payment amounted to \$7,500.

From these illustrations and taking into consideration the scope of all the other orders, which embrace retail stores, telephone systems, and factories, the additional wages paid to female workers in the Province due to the imposition of Minimum Wage legislation by the U.F.O.-Labour Government cannot be less than several millions.

FACTORY INSPECTION BRANCH

The duties of this Branch are wide and varied and a staff of 19 Inspectors, including four women, carry on the work. About 300,000 persons engaged in industrial pursuits, have their lives and limbs constantly safeguarded by the

efficient application of the provisions of the Factory, Shop and Office Building Act.

AMENDMENTS TO ACT.

Some important amendments were enacted by the U.F.O.-Labour Government, including the raising of the age of boys and girls working in shops from 12 to 14 years, requiring seats to be provided for females in factories as well as shops, and reporting violations of the Minimum Wage Act and Stationary and Hoisting Engineers' Act. The Act was also amended to conform to the Adolescent School Attendance Act, so that the age of children working in factories was raised from fourteen to sixteen years of age, except where employment permits have been granted.

SAFETY.

Each Inspector has to see that suitable safeguards are provided for all mill gearing, vats, pans, cauldrons, reservoirs, wheel vans, races, flumes, water channels, openings in floors or walls, dangerous machinery, shafting, belting and other appliances and structures involving danger to employees.

Females employed in a factory must, during working hours, wear their hair rolled and securely fastened to their heads, or covered by a cap or net, in order to eliminate the danger from contact with machinery, shafting or belting, or any material being handled. No youths or females are allowed to clean machinery while in motion. Elevator safety is given considerable attention and thought, and every precaution is taken in an endeavour to eliminate, as far as possible, the danger of accidents. A general order has been issued recently that mechanical devices be provided whereby it may be made impossible to raise an elevator gate at any floor in the absence of the car from the floor level.

SANITATION.

Clean, sufficient and separate toilet accommodation must be provided for both sexes also suitable washing facilities and a supply of good drinking water.

A bakeshop wherein machinery is used, comes under the category of a factory, and no new bakeshop is allowed to be operated in a basement.

HEALTH.

The temperature of every factory must be regulated to be suitable for the work at which the employees are engaged.

Ventilation has to be provided in a manner as to keep the air reasonably pure, and render harmless, as far as possible, any gases, vapours or other impurities which may exist in the course of any manufacturing process.

Correct methods of lighting have to be arranged and over-crowding, while work is carried on, is not permissible, the Inspector having to see that this does not occur according to the ratio given under the Act.

Adequate means have also to be provided whereby employees will not suffer in health owing to damp floors.

FIRE PREVENTION.

In order to cope with the ever-present possibility of loss of life by fire, means of prevention and protection must be taken, a sufficient number of exits provided with doors opening outwardly, tower stairways and fire-escapes, and no exit doors must be locked or bolted during working hours.

The checking of all plans of new buildings under the Act, and alterations of old ones is carried out by a qualified architect, who arranges to have the fulfilment of this Statute complied with.

HOURS OF EMPLOYMENT.

The hours of employment for youths, young girls and women, are stipulated in the Act for day and week than 10 hours in one day, sixty hours in one week,

These hours are not more than 10 hours in one day, sixty hours in one week, and commencing not earlier than seven o'clock in the morning and finish not later than half-past six in the afternoon. Any extension of these hours is only sanctioned by special permit in writing from the Inspector, and such extension, which is limited to thirty-six days during twelve months, does not permit an employee to commence work before six in the morning nor later than nine o'clock in the evening.

Not less than one hour at noon is prescribed for meals, and in the event of overtime another period for meals of not less than forty-five minutes.

Unless with the written permission of the Inspector, no bakeshop employees are allowed to work on Sunday.

APPOINTMENTS

At the request of the Executive of the Trades and Labour Congress of Canada, two Inspectors for special duties were appointed by the present administration.

One Inspector (a practical moulder) looks after the foundries, ensuring a greater degree of safety for the moulders in seeing that the travelling cranes are made safe, and provided with limit stops whereby pots of metal cannot be upset by the cable being overrun. He has to see that the elevators and cupola charging decks are kept in a safe condition, and ladles correctly heated before using, so that explosions are avoided when they come in contact with the molten metal. The cupola also requires his attention from a safety standpoint.

Toilet accommodation and shower bath arrangements have also to be provided.

Another Inspector, a Specialist, looks after the removal of dusts from polishing, grinding and buffing rooms where exhaust suction systems must be provided to remove the dusts which the operators would otherwise inhale.

This Inspector's duties lie in making scientific tests by means of which it is shown whether or not adequate suction prevails. He has also to see that the pipes and connections are kept clear of obstructions.

GENERAL WORK OF THE BRANCH

All the Inspectors are engaged in miscellaneous expert inspection work throughout the Province, and in the course of their duties they must see that all uninsured steam boilers, and other vessels containing gas, air, or liquid under pressure, are subjected to an annual inspection by a certificated stationary or hoisting edgineer.

A qualified Industrial Chemist is attached to the staff who, besides engaging in general inspection work, looks after the attendant dangers from poisonous gases, vapours, fumes and metallic dusts, which exist in certain Industries.

Some of the Amendments to the Factory, Shop and Office Building Act, enacted by the U.F.O.-Labour Government, provide for the Branch co-operating with the Minimum Wage Board by seeing that wages are paid according to their various orders, and that Schedules are posted to enable females in their respective Industries to become acquainted with their rights under this Statute, and assistance is given to the Provincial Department of Education by reporting any boy or girl under 16 years of age employed in any industry without the employment certificate provided for by the Adolescent School Attendance Act.

The Stationary Engineers' Board is also assisted by the Factory Inspectors reporting violations where stationary engineers do not possess certificates at all, or where the existing class of certificate to operate the boilers or other pressure vessels in their charge is not according to the Stationary Hoisting Engineers' Act.

RECORD OF BRANCH ADMINISTRATION 1920-1922

That the work of the Branch has maintained a high state of efficiency under the present administration is evidenced by the following figures, which show a larger volume of work accomplished than during any other period of its history

Inspections during the year 1920, 1921 and 1922, are as follows:

1920. In Factories, Shops and Office Buildings	13,812
1921. In Factories, Shops and Office Buildings	14,349
1922. In Factories, Shops and Office Buildings	18,528

Orders issued covering violations during 1920, 1921 and 1922, are as follows:

1920	7,431
1921	7,254
1922.	10,115

Prosecutions during years 1920, 1921 and 1922 are as follows:

1920	6
1921	4
1922	7

STATIONARY AND HOISTING ENGINEERS BRANCH

The Board of Stationary and Hoisting Engineers has jurisdiction over all the engineers of the Province who operate stationary, hoisting and portable power plants, except locomotive and marine engines, hoists at mines and boilers used for agricultural purposes.

Examination of these engineers constitute the most important function of the Board, and it issues certificates of proficiency which are graded into four classes. These certificates must be renewed yearly, and an opportunity is given, by examination, to each engineer, to pass from the lower to a higher grade of certificate.

BEGINNING OF THE BRANCH.

An Act respecting engineers was passed by the Ontario Legislature, April 30, 1891. It granted a charter to 12 men, known as the Ontario Association of Stationary Engineers, and invested in them the privilege of holding examinations and issuing certificates of proficiency to Stationary Engineers. First-class, Second-class and Third-class grades of certificates were granted, but it was not compulsory that an engineer should hold a certificate.

This Association continued to function until 1907, when their charter was cancelled and the then Government passed an Act respecting Stationary Engineers, whereby it assumed full control of the issuing of engineers' certificates. A board of three members was appointed in connection with same.

Under this Act the board issued a one grade certificate only. All men who were operating plants of 25 h.p. or over at the time this Act came into force were granted the privilege of obtaining a certificate without examination. As a consequence, the proficiency standard of the engineers in the Province fell considerably. The certificate issued was more of a license to operate a steam plant than a guarantee that the operator was efficient.

PRESENT ACT EFFECTIVE JANUARY 1, 1920.

In the year 1919 an Act to Consolidate and Amend the Acts respecting Stationary and Hoisting Engineers was enacted, and it became effective January 1, 1920. This was the beginning of the period when the present administration assumed office.

APPOINTMENT OF CHAIRMAN OF BOARD.

One of the first duties of the Minister of Labour, Hon. W. R. Rollo, was to appoint the present Chairman of the Board of Examiners, who is an engineer of practical experience and excellent technical qualifications. The other two members of the Board are similarly qualified.

GRADED CERTIFICATES.

The Act gave power to grade engineers into classes, and an Order-in-Council stipulated that four grades of certificates were to be issued, namely: fourth-class, third-class, second-class, and first-class.

A fourth-class certificate entitled the possessor to operate any plant of less than 50 h.p.; third-class, 200 h.p.; second-class, 600 h.p.; and first-class, unlimited h.p.

VALUE TO ENGINEERS.

Unquestionably, graded certificates have been a decided help to the engineers, more particularly to those holding the higher grades. Engineers, like all other classes, are of varied intellect and ambition. It is, therefore, impossible to place them all in the same category. By grading them the more ambitious have the incentive to try to obtain a higher degree of efficiency, and are rewarded by securing certificates of higher grades which allow them to take more responsible positions with greater remuneration attached. It is a noticeable fact that

although only about five per cent. of the plants in Ontario covered by the Act are required to employ engineers holding first-class certificates, the Board has had more enquiries from employers for men holding certificates of this grade than for all the other classes combined. The men affected by the Act are co-operating with the Board to make the Act effective and improve their own standards of engineering knowledge.

BENEFIT TO EMPLOYERS.

Probably the person gaining the greatest benefit from the examining and grading of engineers is the employer. Owing to the increase in the cost of coal and power plants the employer cannot afford to employ an operator other than one who understands economy and efficiency, and the possession of a certificate by an engineer is a reasonable guarantee that the interests of the employer will be well looked after.

PROGRESS SINCE 1920.

A considerable amount of progress has been made by the Branch since 1920 in increasing the efficiency and status of Stationary and Hoisting Engineers. This is demonstrated by the increased volume of business transacted by the Branch.

During 1919 the number of Stationary Engineers' certificates granted was 9,855, and the number of hoisting and portable certificates 1,470, making a total of 11,325. The number of candidates examined by the Board during 1919 was 1,019 for stationary certificates, and 287 for hoisting and portable certificates, making a total of 1,968.

During 1922 the number of Stationary Engineers' certificates granted was 11,486, and the number of hoisting and portable certificates 2,426, making a total of 13,912. The number of candidates examined by the Board during 1922 was 1,481 for stationary certificates and 487 for hoisting and portable certificates, making a total of 1,968.

For the three year period ending 1919, the total number of certificates issued by the Board was 31,639, and the aggregate number of candidates examined was 3,886.

From 1920 to 1922 inclusive, the number of certificates issued was 38,553, and the number of candidates examined was 5,891.

This branch is practically self-supporting, there being an income derived from fees charged for examinations, and renewals and the increased business of the branch during the past three years is substantiated by an increase in revenue. During 1919 the total revenue was \$15,377.61, and in 1922 it totalled \$22,964.33.

The revenue derived during the three year period ending 1919, was \$42,407.82, and during the triennial period ending 1922, \$66,717.53. These figures are an indication of the progress accomplished during the regime of the present administration.

STEAM BOILER BRANCH

POWERS RE CONSTRUCTION OF BOILERS.

This Branch, comprising a staff of seven inspectors, operates, under the Steam Boiler Act, and is responsible for regulating the construction of all steam boilers, tanks and other pressure vessels manufactured in or imported into Ontario, except as provided for by the Dominion Steamboat Inspection Act re marine boilers and those under the jurisdiction of the Dominion Railway Commission, such as locomotive boilers and others attached to the railway transportation systems.

DRAWINGS AND SPECIFICATIONS.

Before commencing construction of any boiler to be built under the Act and its Regulations, complete drawings and specifications in triplicate giving complete details and dimensions, the material to be used and the intended working pressure, must be submitted to the Chief Inspector by the manufacturer for approval of the pressure and arrangements of the boiler. The fullest degree of co-operation is maintained between the Branch and Boiler manufacturers in dealing with these important matters.

REGISTRATION OF DESIGNS.

Designs when approved are registered in the Branch under a distinctive number, and from such registered design, boilers or other pressure vessels may be constructed by the manufacturer in any quantity, but any change in the design necessitates submission and approval of new drawings and specifications.

INSPECTION OF NEW WORK.

In order to see that the drawings and specifications are followed during construction a system of inspection is in operation whereby the inspectors attached to the Branch or Boiler inspectors of a registered Insurance Company must certify that the materials and construction are sound and a proper allowable working pressure set. These inspections vary in number, but include in every case, the hydrostatic (water pressure) test. A report on all inspections made must be submitted to the Chief Inspector, a certificate is then issued and a complete record of these matters is kept by the Branch.

INSPECTION OF SECOND-HAND BOILERS.

With the exception of boilers under 25 h.p. used exclusively for agricultural or horticultural purposes, the Branch has jurisdiction over all boilers sold, exchanged or extensively repaired within the Province and inspection of same is carried out under conditions similar to those governing new work. The term "extensively repaired" is generally interpreted to mean any defect which being repaired affects the allowable working pressure when compared to a new boiler.

ADOPTION OF REVISED REGULATIONS, 1922.

A considerable amount of attention has been paid to the revision of regulations governing boiler design, construction and inspection, and on March 2, 1922, an Order-in-Council passed by the present administration, made effective the Canadian Interprovincial Regulations, so that a large degree of uniformity in respect to such matters is operative in many of the Canadian Provinces. These regulations are based on the best known standards of engineering science on boiler design, construction and inspection, and assist the Ontario manufacturer to build boilers to meet the requirements of almost any part of the world.

EXPLOSIONS.

Such occurrences are prevented as far as practicable by setting the safety valves to function at the proper working pressure, and a criterion of the efficiency of the inspection system during the past three years is that no serious explosions of boilers within the scope of the Act have occurred. When possible an investigation of every boiler explosion in the Province is made whether covered by the regulations or not, and careful consideration given to the proximate cause. Such information is beneficial and important and it is utilized to prepare further additions or amendments to the Act and Regulations if by so doing the safety of the operator and the public is made more certain.

INCREASE IN WORK OF BRANCH SINCE 1920.

The volume of work of this Branch is largely influenced by conditions in the boiler construction industry, and since the latter part of 1920 the metal trades in the Province have been comparatively quiet, but the work of the Branch has increased under the present administration.

DESIGNS SURVEYED AND REGISTERED.

For the three year period ending October, 1919, the number of designs surveyed and registered was 507, and for the corresponding period ending October, 1922, the total is 811, an increase of 304.

INSPECTIONS MADE OF NEW WORK.

One thousand and twenty-eight is the total for the period ending 1919, and 1,466 for the period ending 1922, an increase of 438.

USED BOILERS INSPECTED.

During the former three year period the inspections made on boilers sold, exchanged or extensively repaired, totalled 2,447, while 2,625 inspections took place during the 1920-22 period, which is an increase of 178.

REVENUE.

Fees are charged for registering designs and inspecting boilers. The total revenue for the 1917-19 period was \$31,904.40, and for the 1920-22 period, \$40,957.37. an increase of \$9,052.97.

These increases are entirely due to the more efficient administration of the Branch since 1920.

ONTARIO EMPLOYMENT SERVICE

ORIGIN AND DEVELOPMENT.

During 1906 two employment offices were established in Hamilton and Ottawa. No fee was charged by these offices to either employer or employee. These offices were the beginning of an effort to organize the labour market and cope with some of the evils of private employment agencies who charged fees for their services often without satisfaction to their patrons.

The Employment Offices Co-ordination Act, 1918 (Federal), established the Employment Service of Canada. According to the terms of the Act the Federal Department of Labour assumes responsibility for its quota of expenditures incurred by the operation of the Service, but each Province retains complete autonomy over the offices within its borders.

NUMBER OF OFFICES.

At the beginning of 1920 there were 38 full and part time employment offices operating in the Province. The placement of returned soldiers and war workers in industry was carried out very satisfactorily and, as a result, and in the interests of economy, the number of offices was reduced to 25, all of which operate full time. These offices are the largest unit in the Dominion-wide chain of Employment Offices and are located in Belleville, Brantford, Chatham, Cobalt, Fort William, Guelph, Hamilton, Kingston, Kitchener, London, Niagara Falls, North Bay, Oshawa, Ottawa, Pembroke, Peterboro, Port Arthur, St. Catharines, St. Thomas, Sarnia, Sault Ste. Marie, Sudbury, Timmins, Toronto, Windsor.

APPOINTMENTS.

Seventy-five per cent. of the men on the Ontario Government employment office staff are former members of the Canadian Expeditionary Forces, and forty of these officials were appointed by the U.F.O. Labour Government. These appointments are an indication of how the present administration has dealt with the placement of returned soldiers in the departments of the Civil Service.

PURPOSES OF THE SERVICE.

The Employment Service is for the purpose of dealing with important phases of the employment and unemployment situation. It endeavours to organize the most reliable information concerning employment vacancies in agricultural, commercial, domestic and industrial business, including wages, hours and working conditions; selects for the employer the person best qualified for the position offered; directs the applicants for employment to positions or jobs without any charge or loss of time and with the minimum of travelling expense; co-operates with the municipalities in mobilizing and directing the distribution of large numbers of workers during unemployment emergency periods and gathers and tabulates reliable data for dealing with the wide ramifications and complex nature of unemployment.

RELATION TO INDUSTRIAL SITUATION.

It is estimated there are approximately 600,000 workers in the Province, and the figures given of work accomplished by Employment Service indicates

how closely it touches the very heart of the industrial situation and how it is identified in giving service to nearly every worker in the Province.

ADMINISTRATION.

Under the administration of the first Minister of Labour for Ontario, Hon. W. R. Rollo, its efficiency and usefulness has increased tremendously.

A system of daily communication between each Ontario Office and close co-operation between the Ontario and other Dominion offices of the Employment Service and the Federal Department of Immigration and Colonization assures workers in Canada the first opportunity to fill vacant positions.

Statistics gathered by the Employment Service are an accurate barometer of employment conditions.

Since the beginning of 1920 up till the end of April, 1923, over half a million men and women—or to be exact, 677,130—applied for positions through the Ontario Employment Service and 468,182, almost half a million, were placed in positions. The extent to which employers rely upon the Employment Service is demonstrated by 600,351 orders placed for men and women workers during the past three and a half years.

During 1920 positions were found for 71.8 per cent. of all applicants; in 1921, 72.6 per cent., and for six months, ending April, 1923, 77.8 per cent.

The average cost for each person placed in a position is \$1.10, and the Federal Government has contributed 50 per cent. of the total cost. This compares very favourably with the Private Employment Agency, which invariably charges \$2.00 per placement, \$1.00 from employer and \$1.00 from employee.

"WAGES" AND "STRIKES" POLICY.

The Employment Service under the present administration has maintained an attitude and policy of absolute neutrality in the matter of offering or accepting rates of wages and confines its function to bringing together men and women in search of employment and employers in need of workers. Where industrial disputes or strikes exist the order from an employer or firm for workers is taken, but applicants are informed, when the information is available, as to the strike conditions, and if they decide to accept the proffered employment the words "Strike on at this plant" are written or stamped upon the work card.

CO-OPERATION WITH MUNICIPALITIES.

During the unemployment crises of 1920-21 and 1921-22 the Employment Offices saved the Ontario municipalities thousands of dollars by co-operating with them in dealing with registration of applicants for work as a condition of relief, as 54.4 per cent. of all applicants were placed either in permanent, casual or intermittent employment during the worst period.

POLICY OF THE GOVERNMENT IN REGARD TO UNEMPLOYMENT

Provincial history does not present any parallel to the record of the present Administration in dealing with this phase of modern industry. When the responsibilities of office were assumed at the end of 1919 the tide of prosperity created during the war and demobilization periods had not begun to recede.

VOLUME OF EMPLOYMENT, 1920-22.

The index number of employment in Canada January 17, 1920, represents a base of 100. July of the same year it rose to 109, and at the end of December, 1920, it had declined to 88. The lowest point in the volume of employment during 1921 was reached at the beginning of May, when the index number declined to 85, and it reached its highest in October when it rose to 90, and at the end of December it had dropped to 78. During 1922 the volume of employment steadily increased and the index stood at 95.2, on December 1st, 1922, but declined to 89 at the end of January, 1923.

The percentage of unemployment in Trade Unions in Ontario during January, 1920, was 2.7. In January, 1921, it was 14.2. In January, 1922, it was 11.1, and

in January, 1923, it was 7.8. These figures indicate the fluctuating but steady decline in volume of employment since July, 1920, which is the peak period for employment and reveal the abnormal unemployment conditions which developed during the winter of 1920-21, and 1921-22...

CAUSES OF UNEMPLOYMENT—NOT PROVINCIAL.

It is fairly well-known and recognized that the causes which make for unemployment are sometimes local and more often international. A large export trade was built up during the war period, but the stoppage of war orders and the inability of European countries to purchase Canadian goods with their debased currency involved a curtailment of our export trade. Changes in money value, disruption of international exchange, price fluctuations involving a serious decline in prices of commodities, produced by the basic industries, such as agriculture and lumber, and many other economic factors which are outside the scope and beyond the power of legislatures, all played a part in producing the unemployment situation which the Province had to face.

AMOUNTS SPENT ON PUBLIC ENTERPRISES AND PREVENTION OF UNEMPLOYMENT.

The policy undertaken by the present Administration to deal with the abnormal unemployment situation that had arisen was courageous and well-timed. It was along the lines of unemployment prevention and the amelioration of distress due to unavoidable unemployment, and it exerted an enormous influence in preventing the unemployment situation in Ontario from becoming too acute.

The present Administration has expended the sum of \$74,700,000 on the development of two important publicly owned enterprises. Hydro-Electric development since the Government came into power has cost \$71,400,000 and \$3,300,000 has been provided for extension work of the Timiskaming and Northern Ontario Railway. \$36,900,000 was provided for the building and construction of good roads throughout the Province, and on these three undertakings a total of \$111,600,000 has been expended.

ADVANTAGES OF THESE EXPENDITURES.

These expenditures have provided thousands of workmen with employment in the manufacture of materials, appliances and machinery, as well as giving employment to thousands more in the actual construction work involved in such enterprises. This work was carried on when many workers needed employment most, and during the winter season of 1920-21 over 8,000 men were employed on the work of the Chippawa Canal.

In addition, the wages earned by workmen employed on these undertakings were invariably spent in food, fuel, housing and clothing, and this meant that other lines of industrial and commercial activity were stimulated by the action of the Administration in encouraging these enterprises.

FINANCIAL ASSISTANCE TO MUNICIPALITIES.

Supplementing these efforts the Government agreed to participate with Ontario municipalities in the excess cost of public works undertaken to relieve unemployment and municipalities were reimbursed by the present administration to the extent of one-third of the excess cost of such undertakings. The excess cost represented the difference in price between work being carried on under normal conditions and work being carried on during the winter season for the specified purpose of promoting employment.

During 1922 the Government reimbursed the municipalities on work undertaken for unemployment assistance purposes to the extent of \$139,999.86. Eleven cities, seventeen towns and four townships carried on such work and participated in this disbursement.

ACT TO ASSIST MUNICIPALITIES.

It also passed an Act respecting Works and Measures to relieve Unemployment. Under this Act municipal councils were given authority to borrow money

without the assent of the electors, by the issue of debentures to meet expenditures on relief work not otherwise payable by debentures. Councils, which had distributed unemployment relief in conformity with the Orders-in-Council issued during, 1921, or in January and February, 1922, were entitled to issue debentures to meet such expenditures. A proviso was inserted that no by-law passed under this Act could take effect until it had been approved of by the Ontario Railway and Municipal Board.

UNEMPLOYMENT RELIEF DISBURSEMENTS AND PERSONS BENEFITED.

Owing to the abnormal amount of unemployment during the 1920-21 winter season, when an average of 16,900 persons per month applied for employment through the Ontario Offices of the Government Employment Service it became necessary to give assistance to relieve destitution due to unemployment.

The Government made practicable the Federal-Provincial-Municipal scheme which was outlined by Federal Order-in-Council No. 4781 under date of October 7, 1920, by agreeing to participate in it. As a result the present administration assisted 16 Ontario Municipalities to the extent of \$322,347.97 for distributing relief.

A similar situation, but not quite so acute, was experienced during the 1921-22 winter season, and the Government assisted 56 Ontario Municipalities in distributing unemployment relief to the extent of \$233,235.89. These contributions by the present Administration for unemployment purposes total \$695,583.72 and this sum constitutes the greatest contribution ever made by any Administration in the history of the Province for the benefit of unemployed persons.

An indication of how many persons in the Province participated in relief benefits is shown by the 1921-22 figures. Twenty-three thousand seven hundred and seventy-eight married persons with 83,513 dependents received assistance at an average cost of \$10.00 per family. Single persons to the number of 9,389 also received relief due to unemployment.

EXTRACT FROM Address on the Budget Made by the Hon. E. C. Drury, Premier, in the Ontario Legislature, April 11, 1923.

A DEBT THAT PAYS.

Up to 1919 the Province of Ontario had contracted liabilities of \$97,500,000, which had grown by 1922 to \$240,900,000, an increase of \$143,400,000. But let us examine the items of which this increased debt consists. We have increased our cash balance and our sinking funds by \$15,070,000, so that that should be deducted. We have advanced to the Hydro \$71,400,000; to the T. & N. O. Railway \$3,300,000, and in Housing Loans to Municipalities \$6,250,000, making a total of \$80,950,000, which are direct revenue producing investments and take care of themselves.

We have also certain indirect revenue producing investments. The Road Systems were given \$36,900,000; Northern Ontario development \$3,700,000; Colonization Roads \$1,000,000, and forest protection \$1,400,000; a total of \$43,000,000. But these, while not directly revenue-producing, add to the wealth of the Province, and indirectly to its revenue, to a much greater extent than the expenditure involved.

The balance of the increase in debt is made up of expenditures on public buildings, \$3,800,000, and on public works, \$800,000; a total of \$4,600,000.

ADVISORY COMMITTEE ON UNEMPLOYMENT—1921

The Advisory Committee on Unemployment, which was appointed by the Ontario Government in the Autumn of 1921, continued to operate about five months.

The chief duty of this Committee was to gather information from all possible sources throughout the Province on matters pertaining to unemployment and to make recommendations to the Government.

In order to stimulate industry, an advertising campaign was launched, bringing the work of the Committee to the attention of the public and appealing to the people of the Province to co-operate in an endeavour to bring business

conditions back to normal, as the largest volume of employment is always obtainable through the ordinary channels of industry. In order to accomplish this, 489 advertisements were inserted in 53 different newspapers throughout the Province. Later, a direct appeal to the manufacturers, retailers, builders and contractors was made by means of 24,500 circular letters, and over 15,000 show-cards, for retail shop window display, were circulated.

A pamphlet was prepared, giving valuable statistical information about Canada, Canadian industries and trade, and 20,000 of these were distributed throughout the Province.

As a part of the campaign 175 public meetings were held under the auspices of responsible bodies and addressed by 263 prominent men. The interest of the public was aroused and a great deal accomplished in providing work for many of the otherwise unemployed.

PROVINCIAL EMPLOYMENT SERVICE COUNCIL

Under the terms of the Department of Labour Act, 1921, this Council was appointed by Order-in-Council dated August 3, 1922, and is representative of employers and employees. Its members are Professor Gilbert Jackson, Chairman; Messrs. Gander, Manbert, Shapley and Fitzpatrick, representatives of employers; Messrs. Doggett, Haydon and Tite, representatives of employees; Hugh McLeod and W. D. Sharpe, representatives of soldier interests; Mrs. R. Hodgson, representative of Women in Industry; D. A. Cameron, representative of Agricultural interests. These representatives serve without salary.

The following regulations govern the scope of the activities of this Council:—

- (a) To make recommendations to the Minister of Labour with regard to general policy of the Employment Service of Canada within Ontario in such matters as the number and type of offices to be established, the location, premises and equipment of such offices, zoning of the Province, the collection of information and statistics, publicity, and generally to promote efficiency in the Employment Service.
- (b) To advise on the bringing into or sending out of the Province by the Provincial Employment Service of any considerable body of labour and the co-ordination of departmental activities towards this end.
- (c) To promote the co-operation of organizations of employers and employees in the use of the Employment Service.
- (d) To recommend the conditions under which travelling expenses may be advanced to persons securing employment through the Ontario Offices of the Employment Service of Canada.
- (e) To enquire into, consider, devise and report upon methods and plans for preventing and alleviating unemployment in the Province and for the absorption of unemployed workers, and to enlist the co-operation of employers and employees, the Provincial and Municipal authorities and other interested persons and organizations in the promotion of such plans.
- (f) Subject to the approval of the Minister of Labour to frame such by-laws as may be necessary to effectively carry on the work of the Council; to prescribe the powers and duties of Local Advisory Councils and to collaborate with the Employment Service Council of Canada in matters herein outlined.

On an average, the Council meets once each month, and since its inception a special study of the functions of the Employment Service has been undertaken with a view to increasing its efficiency in serving the needs of employers and employees.

Considerable attention has been paid to the question of seasonal work in the building and construction industries.

The attention of municipal councils has been directed to the necessity of regularizing their work programme so that much of it may be undertaken when the volume of unemployment is apt to increase owing to a falling off in the ordinary activities of these industries. Similar recommendations have been made to other important public bodies.

Attention has been given to the practicability of extending the building season during the winter months, and information has been forwarded by circulars to employers and through the medium of the daily press, indicating how this may be done.

As a result of the study of Government Employment Office returns, backed up with other statistical information, supported by the request of employers and employees in the building industry, an apprenticeship plan for the brick-laying, carpentry, plastering and painting trades is being worked upon.

The question of employment and the problem of unemployment has many wide and varied aspects, and this Council has been appointed by the present administration to work out in a detailed and scientific method such plans, and to make recommendations that will improve the position of the industrial classes within the Province in respect to these matters.

U.F.O.-LABOUR GOVERNMENT AND THE INTERNATIONAL LABOUR CONFERENCE

The policy of the present administration with respect to matters associated with the International Labour Conference has been one of active co-operation and support. Many of the conventions and recommendations emanating from the Conference in regard to Unemployment, Hours of Labour, Minimum Wage, Employment of Women and Young Persons, Workmen's Compensation, Safety and Health, Weekly Rest in Industrial Undertakings, have already been met by legislation either in whole or in part.

Under the terms of the British North America Act the various conventions and recommendations approved by the International Labour Conference are matters for either Dominion or Provincial action, and the present administration has gone on record that it desires to fulfil its obligations under the Treaty of Versailles to the industrial classes in the Province by meeting in conference with the Dominion Government and the Governments of the various Provinces to determine the practicability of making effective by legislative action these conventions and recommendations.

The following resolution was passed by the Ontario Legislature during the 1922 Session:—

"On motion of Mr. Rollo, seconded by Mr. Mills, it was resolved that in the opinion of this House it is desirable that at the earliest possible date a conference should be arranged between representatives of the Dominion Government and the Governments of the various Provinces in Canada, for the purpose of considering the advisability and practicability of legislation covering unemployment insurance, old age pensions, eight-hour day, and other matters affecting labour conditions which were dealt with by the Peace Conference at Versailles; the conference to consider what legislation is desirable and practicable upon the various subjects submitted to it, and the question as to the enactment of such legislation by the Dominion and the Provinces; that, in the event of the conference deciding that any of the questions submitted are provincial in their scope, and that the Labour Department of Ontario be authorized to make an investigation and report to this House with a view to enacting legislation in this Province covering these questions."

At the third general conference of the International Labour Organization of the League of Nations held in Geneva, Switzerland, Hon. W. R. Rollo, Minister of Labour, represented the Ontario Government.

OUTLINES OF LEGISLATION

ACT TO REDUCE THE PROPERTY QUALIFICATIONS OF CANDIDATES FOR MEMBERSHIP IN MUNICIPAL COUNCILS, 1921.

This Act, which is an important amendment to Section 52 of the Municipal Act extends the right of nomination and election to municipal councils to a person who is a householder and who occupies and is assessed as owner or tenant of a dwelling or apartment house, or part of a dwelling or apartment house separately occupied as a dwelling.

Previous to this amendment to the Municipal Act being passed by the U.F.O.-Labour Government, a person to qualify for election to the council of a local municipality had to be in actual occupation of a freehold estate valued on the assessment roll for at least \$2,000.00, or the owner or tenant of a freehold or leasehold or partly freehold and leasehold estate. In cities, a person to qualify had to possess a value or equity of \$1,000.00 over and above all liens, charges and encumbrances or be the tenant of a leasehold for a period of not less than one year with a value of not less than \$2,000.00.

The above amendment retains all the other qualifications set forth in Section 52 of the Municipal Act and subsequent amendments to the Section, but it is in conformity with requests submitted to the Legislature for a number of years by responsible organizations of the industrial classes.

RAILWAY EMPLOYEES VOTING ACT, AMENDMENTS 1920-22

During the 1920 Session the scope of this Act was broadened so that it now applies to elections for public school trustees and for members of Boards of Education. It also applies to votes taken on municipal by-laws.

Municipal Councils are required to pass a by-law making the Act effective upon request of 25 or more railway employees.

By an amendment passed in 1922, two new groups of workers, the railway mail clerks employed in the Canadian Post Office Department and the railway express clerks, now come within the scope of the Act.

MUNICIPAL FRANCHISE ACT, 1922.

This Act is an amendment to the Municipal Act and extends the right to vote at municipal elections to the wife or husband of the person rated or entitled to be rated for land as owner or tenant or for income. This amendment entitles many thousands of women to vote at municipal elections.

FIRE DEPARTMENTS' HOURS OF LABOUR ACT, 1920.

This Act was passed by the present administration during its first session and was a much-needed reform in the hours of labour of employees of permanent fire departments. The Act stipulates that officers and employees of Fire Departments regularly employed and paid by the municipal corporation of a town, city or village, shall be off duty for one full day of 24 hours in every calendar week, irrespective of any 24 hours' release from duty under what is known as the Double Platoon System.

A regulation or a by-law of any municipality cannot supersede the provisions of this Act and any violation thereof by fire chief, superintendent, director or officers of every such fire department is liable to a penalty of not less than \$10.00 nor more than \$100.00 recoverable under the Ontario Summary Convictions' Act.

It is estimated that 620 firemen have benefited by the passing of this measure of reform by the U.F.O.-Labour Government.

THE FIRE DEPARTMENTS TWO PLATOON ACT, 1921.

This piece of legislation was enacted to operate in conjunction with the Fire Departments' Hours of Labour Act passed during the previous session. The Act makes it incumbent on the Chief, Superintendent, or Commission, as the case may be, of a permanent fire department in a town or city having a population of not less than 10,000, to divide the members of the fire departments into two platoons who shall work according to either of the two following systems:

1. The said Chief of the fire department shall not keep a platoon on duty for more than twenty-four consecutive hours, after which the platoon working the twenty-four hours shall be allowed twenty-four consecutive hours off duty.
2. One platoon shall work day work of ten consecutive hours, while the other platoon works night work of fourteen consecutive hours, each platoon to alternate every seventh day from night to day work and vice versa.

Deduction from pay for holidays is not permitted by reason of the provisions of the Act.

ONE DAY'S REST IN SEVEN ACT.

This Act was passed in 1922 and requires that every employer of Labour engaged in hotel business, restaurant or cafe in towns or cities having a population of 10,000 or more shall, with certain exceptions, allow every person in their employ at least 24 consecutive hours of rest in every seven days. Whenever possible said period of rest shall be on Sunday and nothing in the Act authorizes any work on Sunday now prohibited by the Lord's Day Act or other legislation.

Employees exempted under the Act include watchmen, janitors, superintendents, foremen, employees who are not engaged for more than five hours in any one day, and any class of employee where there is not more than two. A penalty not exceeding \$100 is provided for a violation of the Act and the Ontario Summary Convictions Act is applicable for prosecution purposes.

A very large number of employees in the hotel business, restaurant and cafe in about 25 towns and cities in the Province are protected by this Act as it is estimated according to the 1921 census that there are 47,000 persons engaged in such occupations.

THE WAGE AMENDMENT ACT, 1920.

In the original Act, a mechanic, workman, labourer, servant, clerk or employee, had his wages liable to seizure, due to debt, for all sums in excess of \$25.00, and power was invested in the judge to reduce the \$25 exemption when in his opinion this sum was not necessary to support the debtors family. The amendment provides that 70 p.c. of the wages earned by a mechanic, workman, labourer, servant, clerk or employee, is exempt from seizure due to debt unless the creditor can show to the satisfaction of the Judge that this exemption is unreasonable and should be reduced.

The mechanic, workman, labourer, servant, clerk or employee may contend that 70 p.c. exemption is not sufficient to maintain his family and power is invested in the Judge to increase the 70 p.c. exemption when he considers it just and reasonable.

Power is given to both parties to facilitate an adjustment of these matters without awaiting the regular sittings of the court.

This amendment removes the rigidity and in a great many instances the unfairness of the previous law, and is a very great benefit to those workers who may find themselves in financial difficulties.

THE MECHANICS AND WAGE EARNERS LIEN ACT, 1923.

This Act was revised by a Special Committee of the House appointed during the 1921 Session and was passed by the Legislature during the 1923 Session. An important amendment affecting the wage earner raised the amount of a wage lien from \$5.00 to \$10.00 per day.

This Act gives protection to wage earners by stipulating that any agreement, verbal or written, express or implied, contrary to the Act is null and void, that every mechanic or labourer whose lien is for wages shall to the extent of thirty days have priority over all other liens, that every device by an owner, contractor or sub-contractor to defeat the priority given to a wage earner for his wages is null and void and that a claim for lien for wages may be registered at any time during the performance of the work for which such wages are claimed, or within thirty days after the last work is done for which the lien is claimed.

ASSESSMENT ACT AMENDMENTS, 1920-1922.

In 1920 the Act was amended by adding a section whereby \$200 of a person's income becomes unassessable for each child under 18 years of age who is dependent upon the householder or head of family for support. This section was further amended in 1922 to include any dependent child and also father or mother.

The Act was further amended by raising the amount of income for assessment for householders from \$1,500 to \$2,000 for a person living in a town or city, and from \$1,200 to \$1,700 for a person living in any other municipality.

A person who is not a householder is assessed on income over \$1,000 in a city or town and \$800 if living in another municipality.

The income of a person derived from mortgages, promissory notes or other securities must not exceed \$800 instead of \$400 as formerly. In 1921, the latter clause was altered and now one is exempt on all income from mortgages, promissory notes or other securities up to \$800 if the income does not exceed \$1,500.

In 1922 a clause was added to paragraph 20, of Section 5, of the Act, whereby the income of a widow or a person over 60 years of age, from bank deposits, mortgages, promissory notes etc., is exempt to \$2,000, where the income from all sources does not exceed \$2,000.

These amendments were passed during the regime of the present Government and are of great benefit to the members of the general public, who carry family and social obligations that entitle them to favourable consideration in matters of taxation.

THE MUNICIPAL HOUSING ACT, 1920.

This Act invests power in a municipality to appoint a Commission and raise finance for the purpose of advancing a loan to an owner of land on which a dwelling-house to be used as the home of the owner of land had to be erected.

Erection of different types of dwellings is permitted, the cost of which may vary from \$3,500 to \$5,100. The Commission is empowered to make loans not more than 85 per cent. of the actual value of the land and house as determined by the Director of the Bureau of Municipal Affairs.

PARENTS' MAINTENANCE ACT.

This Act was passed in 1921 and provides that a parent may be maintained by a son or daughter to the extent of \$20 weekly. If this payment is not made, the son or daughter may be proceeded against, by terms of the Ontario Summary Convictions Act. The magistrate may vary the order upon application of either party according to a change of circumstances.

This Act is a form of insurance for the dependent parent, as it applies to parents irrespective of the fact that he or she may have been admitted to some institution or taken care of by some other means.

DESERTED WIVES' AND CHILDREN'S MAINTENANCE ACT.

The first Act respecting the Maintenance of Deserted Wives was passed in 1911. This was amended and revised during the 1922 Session of the present Administration.

The salient features of the Act are as follows:—

When the woman or child has been considered as deserted according to the definitions contained in the Act, the husband or father will be summoned and whether he appears or not, if the magistrate is satisfied that he is able wholly or in part to maintain his wife or child and has wilfully refused, or neglected to do so, he may order the father to pay his wife, or such person as may by order be directed to care for the child, a sum not exceeding \$20 weekly. Failure to pay is covered by the Ontario Summary Convictions Act, by which husband or father is liable to imprisonment or fine.

It is considered as one of the duties of the magistrate to rehear the case and vary the amount upon application of any of the parties concerned, according to a change in circumstances, and the husband or father as appellant pays all costs.

This legislation will do a considerable amount of good as there is an increase in the number of husbands who desert their wives.

THE CHILDREN'S PROTECTION ACT, 1922.

The following is one clause of the above Act, with respect to hours of employment. "No child shall be engaged in any street trade or occupation between the hours of ten o'clock in the afternoon and six o'clock in the forenoon of the following day."

The Act of 1922 is in furtherance of the Act given in the Revised Statutes of 1914, in which the word, "child," is given to mean any boy or girl, actually or apparently under sixteen years of age.

CHILDREN OF UNMARRIED PARENTS' ACT, 1921.

It is stipulated in the Vital Statistics Act that every child born out of wedlock be registered as such, and in 1921, 1,592 births came within this category.

The Children of Unmarried Parents' Act enacted by the present administration during the 1921 Session, provides for the appointment of a Provincial Officer to obtain all information possible with respect to every child born out of wedlock, and powers are conferred upon him to do everything advisable in the interests of such child.

Where the father of the child cannot be found, or adequate means of support cannot be provided by such father, and the mother is dead or absent, or through lack of means or misconduct is unfit for the care of the child, the Provincial Officer may deal with the child as provided by the "Children's Protection Act."

Where a child born out of wedlock is being cared for voluntarily by a person or persons whom the Provincial Officer deems suitable to have charge of such child or adopted child, according to the provision of the Adoption Act, the Provincial Officer need not interfere.

An affiliation order involving the paternal parentage of the child may be applied for by the mother or any one of a number of interested parties. It must be requested within the life-time of the father and within one year after birth of child, or within one year after the doing of any act on the part of the supposed father which affords evidence of paternity, or within one year after the return to Ontario of the supposed father.

Power is invested in a judge to summons the man and determine whether or not he is the father. The father is liable for the reasonable medical expenses in connection with the birth of the child, and for three months before and for such period after birth as may be deemed necessary; for a weekly sum towards the child's maintenance until it attains the age of 16 years, or a lump sum in lieu of such weekly payments; for the expenses of the mother's burial in case of her death at or in consequence of the birth of the child; and for the expenses of the burial of the child if he dies before the making of the affiliation order.

The judge may, in his discretion, order that the mother also contribute a weekly sum towards the maintenance of the child. The fixing of the maintenance is based upon the standard of life which the child of these parents would have enjoyed if born in wedlock. The judge may vary the order from time to time as conditions change.

Whenever possible the father is asked to pay a lump sum, as the money is then sure and financial arrangements can be settled at a comparatively small cost. In default of payment the father may be committed to jail for a period of not more than six months.

Up to the present time \$60,000 has been collected and this money is being disbursed. In 350 cases the lump sum was paid and in 104 cases settlement was made by the judge ordering the man to make monthly payments.

Publicity in these matters is avoided by a settlement or agreement between the parties with regard to the maintenance and support of the mother and child with the approval in writing of the judge, copy of said agreement being recorded with the Provincial Officer. Any other form of agreement is null and void.

A large number of cases have been investigated and some of these were disposed of as follows: 453 cases, financial support; 427 closed without definite financial results, and 456 cases are still under consideration. Of the 427 cases closed without securing redress it was impossible to locate the man in 113 cases, while in 60 cases there was no convincing evidence.

Chronology of Legislation effecting the Workers of the Province and which has been passed during the regime of the present Government:

1920.

- 1—An Act to amend the Workmen's Compensation Act.
- 2—An Act to amend the Stationary and Hoisting Engineers' Act.
- 3—An Act to amend the Factory, Shop and Office Building Act.

- 4—An Act to provide for a Minimum Wage Board with Power to regulate, in certain Cases, the Minimum Wages of Women and Girls.
- 5—An Act to provide for the Payment of Allowances, in certain Cases, to the Mothers of Dependent Children.
- 6—An Act respecting the Hours of Labour of Employees of Permanent Fire Departments.
- 7—An Act to amend the Wages Act.
- 8—An Act respecting Superannuation and Retiring Allowances of Civil Servants.
- 9—An Act to amend the Deserted Wives' Maintenance Act.
- 10—An Act to amend the Public Health Act.
- 11—An Act to amend the Venereal Diseases' Prevention Act.
- 12—An Act to amend the Ontario Housing Act.
- 13—An Act respecting the Erection of Dwelling Houses.
- 14—An Act to amend the Railway Employees' Voting Act.
- 15—An Act to amend the Returned Soldiers' and Sailors' Land Settlement Act.
- 16—The Municipal Amendment Act.
- 17—An Act to reduce Property Qualification of Candidates for Membership in Municipal Councils.
- 18—The Assessment Amendment Act.

1921.

- 1—An Act to amend the Stationary and Hoisting Engineers' Act.
- 2—An Act to amend the Factory, Shop and Office Building Act.
- 3—An Act to amend the Minimum Wage Act.
- 4—An Act to amend the Mothers' Allowances Act.
- 5—An Act to amend the Trades and Labour Branch Act.
- 6—An Act respecting the Two-Platoon System for the Employees of Permanent Fire Departments.
- 7—An Act respecting the extra-mural Employment of Persons under Sentence
- 8—An Act to amend the Ontario Public Service Superannuation Act.
- 9—An Act for the Protection of the Children of Unmarried Parents.
- 10—An Act respecting the Legitimation of Children by the subsequent intermarriage of their Parents.
- 12—An Act to provide for the Maintenance of Parents by their Children.
- 13—An Act to amend the Public Health Act.

1922.

- 1—An Act to amend the Workmen's Compensation Act.
- 2—An Act to amend the Minimum Wage Act.
- 3—An Act to amend the Steam Boiler Act.
- 4—An Act to promote the Public Health by providing for One Day of Rest in Seven for Employees in certain Employments.
- 5—An Act respecting the Maintenance of Deserted Wives and Children.
- 6—An Act to amend the Children's Protection Act of Ontario.
- 7—An Act to amend the Public Health Act.
- 8—An Act to amend the Venereal Diseases' Prevention Act.
- 9—An Act respecting Works and Measures to relieve Unemployment.
- 10—An Act to amend the Railway Employees' Voting Act.
- 11—An Act to amend the Motor Vehicles Act (Minors).
- 12—An Act to amend the Ontario Public Service Superannuation Act.
- 13—An Act to interpret and amend the Veterans' Land Grant Act.
- 14—The Consolidated Municipal Act.
- 15—An Act to extend the Right to Vote at Municipal Elections.

1923.

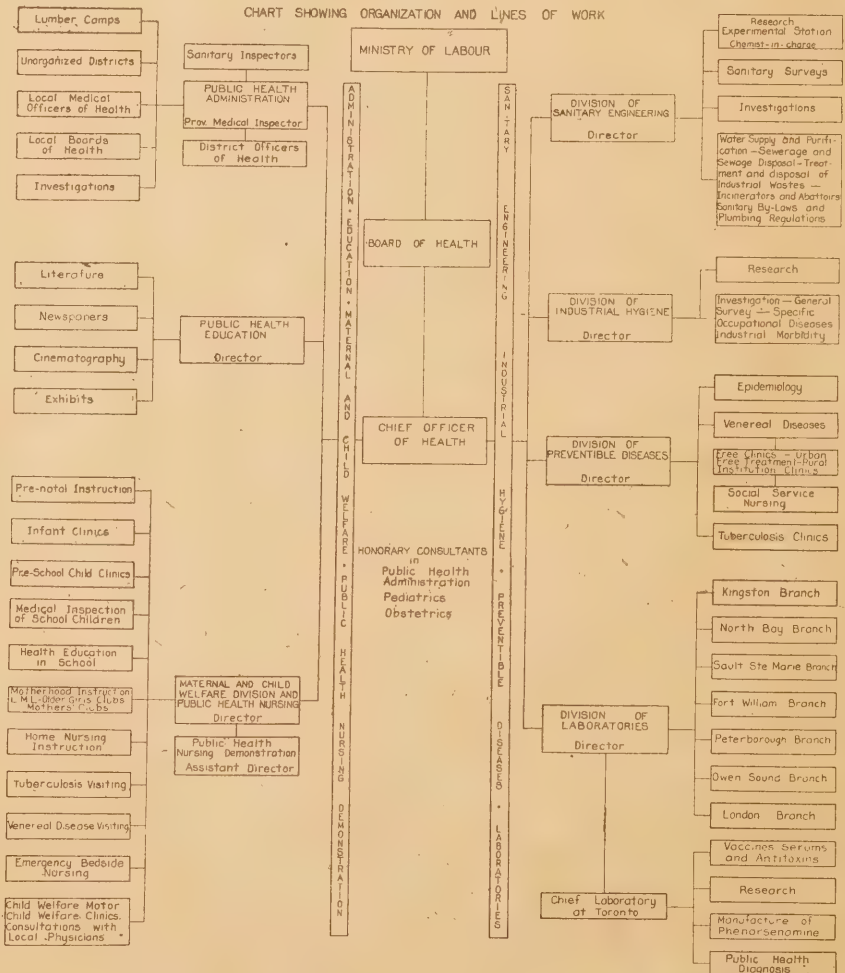
- 1—An Act to amend the Workmen's Compensation Act.
- 2—An Act to amend the Mechanics' and Wage Earners' Lien Act.
- 3—The Sale of Securities Act.
- 4—An Act to amend the Public Health Act.

NE PEREAT POPULUS SCIENTIA ABSENTE



ONTARIO THE PROVINCIAL BOARD OF HEALTH

CHART SHOWING ORGANIZATION AND LINES OF WORK



The Work of the Provincial Board of Health

Department of Labour

Minister—Hon. Walter R. Rollo.

The work of the Provincial Board of Health is, briefly, to prevent disease and to improve the health of the people of Ontario. The form of organization is set out in the accompanying diagram (Fig. 1).

As indicated in the diagram the Board's work is carried on by various Divisions, each with a qualified head and each with its own work to do under the general direction of the Minister of Labour.

In order that the Board's functions may be the more readily understood these will be described under the different Divisions including a brief comparison of the immense increase of service provided in recent over that of former years.

ADMINISTRATION OF AND INCREASE IN PUBLIC HEALTH SERVICE

(1) PUBLIC HEALTH ADMINISTRATION

(1) The general executive work of administration under the Minister is carried on by the Chief Officer and the Provincial Medical Inspector with the assistance of eight District Officers of Health through local Boards of health and medical officers of health in the 900 or more organized municipalities of Ontario.

(2) The unorganized portion of Northern Ontario is under the control of three District Officers of Health and a Chief Sanitary Inspector with four Assistants, the duties of whom are largely in the maintenance of proper sanitary conditions in the lumber, mining and construction camps of the new country. The capital involved in connection with these industries is enormous and the importance of safe sanitary conditions is appreciated to the proper extent only by those who have an intimate acquaintance with the wealth, resources and extent of the Northern portion of Ontario.

(3) Within the last couple of years conditions in these camps have been greatly improved. Single iron beds, separate kitchens, facilities for washing and bathing, safe water supplies, first-class food and medical service; these, with standard, up-to-date camps, have made the lot of the 'lumber-jack' about as comfortable as his own home could be. The proof is seen in the almost complete absence of labour troubles in the camps of New Ontario, and in general, satisfactory relations between employers and employed. Any outbreaks of disease of any consequence in New Ontario, have occurred, not in connection with the camps but in towns with municipal organization.

Safe water supplies a large factor in preserving the health of the public.

(2) DIVISION OF SANITARY ENGINEERING.

(1) The Board through the Division of Sanitary Engineering examines and approves all plans for waterworks and sewerage, and in this way is frequently able to effect considerable financial saving to municipalities by checking extravagant plans of construction.

In 1919, 256 such works, costing \$5,508,698.63, and in 1922, 419 at a cost of \$10,268,469.83 were examined and approved.

(2) In 1922 sanitary surveys of 42 municipalities were made. The reports of these surveys show the complete sanitary condition of the municipality and form a guide for the local authorities and for the Board in judging of sanitary improvements necessary.

(3) The Division is continually carrying on investigations into public water supplies, inspection of and checking the means of purification. About 50 p.c. of such supplies are now under filtration and about 90 p.c. under chlorination. **LARGELY AS THE RESULT OF THIS WORK THE TYPHOID FEVER RATE PER 100,000 OF POPULATION HAS DROPPED IN 10 YEARS FROM 51.3 TO 4.3.**

(4) The presence of flies in any municipality is a prolific cause of disease, such as typhoid fever. Measures of fly-control have been effectually carried on in a number of towns, particularly in New Ontario.

(5) The Board's Experimental Station in Toronto is maintained with the object of providing facilities whereby local authorities may observe the actual working of the various means of water purification and sewage treatment. Every known method of this nature is tested at the Station and members of local councils are frequent visitors. Ontario has the most complete Experimental Station of the kind in America. The Station carries on research work on the effect of chlorine and other chemicals on water supplies, and fish culture, on the activated sludge treatment of sewage and on the value of such sludge as a fertilizer. Practical demonstrations of plant culture are carried on each season.

(6) Publications on farm wells and domestic water supplies, fly-control, dairy farm sanitation, plumbing, school and rural sewage disposal are available for public use.

(7) The Division maintains sanitary supervision of the vessels on the Great Lakes and of Railway trains, their water and food supplies, disposal of excreta and waste in association with a similar service by the United States health authorities.

The protection of the workingman against diseases of occupation.

(3) WORK OF THE DIVISION OF INDUSTRIAL HYGIENE

The work of this Division was begun in 1920. It is designed to better the lot of the worker by protecting him against the evil results of certain occupational diseases such as lead poisoning, poisoning from fumes and gasses, tuberculosis (of miners working in the hard rock formations of New Ontario mines) and many other diseases. It is also designed to be a bureau of information to the employer, in order readily and inexpensively to acquaint him how to protect his workmen from disease and injury and maintain their fitness and earning-power.

With these ends in view a number of investigations have been made such, for example, as:

- (a) Ten different types of occupational diseases investigated.
- (b) Various problems dealing with industrial plants investigated.
- (c) 132 house painters and decorators examined to determine amount of lead poisoning.
- (d) Examined 195 furniture polishers to determine effects of the inhalation of volatile substances such as, benzol, turpentine, etc.,
- (e) Further investigation to determine effects of spray painting.
- (f) Investigation to determine amount of lead poisoning in paint manufacturing plants.
- (g) Further investigation to discover the incidence of phthisis (consumption) in the hard rock miners of Northern Ontario.
- (h) Compilation of literature on the subject of lead poisoning.

(4) DIVISION OF MATERNAL AND CHILD HYGIENE AND PUBLIC HEALTH NURSING

The work of this Division was begun in 1920 and is another direct and important contribution to the welfare of the public.

(1) There are sixteen nurses, all of whom, after training in well-equipped general hospitals and having general nursing experience, received special instruction in public health work. They are skilled specialists in this kind of work. These nurses are distributed in the smaller towns, villages and rural parts of the country. They go in to a municipality and do the work of public health nurses so as to show the public how valuable such a work is. They visit the home and

develop a direct contact of the Government service with the people, bringing to the latter skilled advice in the prevention of disease and mortality. In emergency they do actual nursing. Following the Haileybury fire, and in the Cochrane epidemic of typhoid fever, these nurses proved their capacity for useful work, and earned the gratitude of the sufferers in these places. The great object is to show the public the high value of a public health nurse, and by this example to induce the community to establish one or more for themselves.

2. The Board has a Pediatrician (a qualified specialist in infant diseases) whose business it is to establish **Well Baby Clinics** in the smaller towns, the object being to keep the babies well and to reduce **Infant Mortality**.

A brief summary of the work for the last year is as follows:—

- (a) Public Health demonstrations in 1 city, 21 towns and farming sections.
- (b) Emergency nursing, five nurses in Haileybury fire area.
- (c) Complete Public Health demonstrations in County of Lanark, including thirteen townships and three towns and the local schools.
- (d) Public Health demonstrations covering entire portion of Manitoulin Island, including schools.
- (e) Intensive public health work along Canadian National Railways in village of Sudbury—Canadian Pacific Railway, Schreiber to White River, including Canadian National Railway, Fort William to Fort Frances.
- (f) The agricultural districts Fort William—six townships, the agricultural districts Rainy River—six townships, The agricultural districts about Dryden.
- (g) Five permanent nurses appointed by municipalities.

SCIENTIFIC LABORATORY SERVICE TO PHYSICIANS AND BOARDS OF HEALTH PROVIDED FREE

(5) THE DIVISION OF LABORATORIES.

The Laboratory is a highly-developed scientific aid to the physician. There are eight Public Health Laboratories in Ontario, situated in Toronto, London, Kingston, Fort William, Sault Ste. Marie, North Bay, Owen Sound, Peterborough and Ottawa, six of which have been established since 1919.

(1) These Laboratories provide free examination of water supplies, sewage, milk, foods, specimens from tuberculosis cases, diphtheria, meningitis, typhoid fever and the venereal diseases.

The number of specimens examined have increased in the last three years from 34,064 to 73,726, and the comparative cost to the public if they were obliged to pay for this work would be \$150,000 (1919) and \$260,000 (1922), or an increase in the three years of \$110,000.

(2) The various Laboratories carry stocks of diphtheria and tetanus antitoxins, Schick-test outfits, smallpox, typhoid and pertussis vaccine, treatment for babies' sore eyes (infectious ophthalmia), anti-meningitis serum, phenarsenamine (606) and other venereal disease treatment, all of which are furnished to physicians and boards of health free of cost.

(3) The value of this service will be appreciated when it is pointed out that previous to 1916 a usual dose of diphtheria antitoxin cost the parents of a child ill of diphtheria about \$15.00. The same dose now costs the parent in any part of Ontario NOTHING. All persons, rich or poor, are enabled promptly to obtain an adequate supply and the dose required costs the Provincial Board of Health \$1.50. The results of treatment of diphtheria by antitoxin are illustrated by the following statement of the Medical Officer of Health of the City of Toronto.

DIPHtheria REDUCED BY USE OF ANTITOXIN—BUT DR. HASTINGS THINKS ALL DEATHS MIGHT HAVE BEEN PREVENTED

Diphtheria antitoxin was first used in Toronto in 1896 when the deaths from that disease per 100,000 were 75. In 1910 the rate had fallen to 45.3 per 100,000, and in 1922 it was 11.7 per 100,000 of the population.

Dr. Hastings points out that antitoxin was sold at cost in the fall of 1914, and its free distribution began after January 1, 1916.

He says that the 62 deaths which occurred from diphtheria last year out of 1,104 cases reported, although the situation is satisfactory, might have all been prevented.

"Early diagnosis," he states, "with the prompt administration of an adequate amount of diphtheria antitoxin would have saved practically all those lives."

A GREAT RECORD

What has been accomplished through the use of antitoxin is illustrated by the following table:

	Cases.	Deaths.	Death rate per 100,000 population
1910	1,155	155	45.3
1911	1,495	150	40.0
1912	1,337	160	39.0
1913	937	87	19.1
1914	857	84	17.9
1915	745	65	14.0
1916	1,249	110	23.8
1917	1,445	82	17.3
1918	1,263	97	19.8
1919	2,132	167	33.5
1920	2,258	224	43.8
1921	1,816	97	18.5
1922	1,104	82	11.7

The Provincial Board supplies Diphtheria Antitoxin free to the City of Toronto, and to every portion of Ontario.

(4) The Laboratory at Toronto prepares and supplies free Phenarsenamine (606) and other treatment for Venereal Diseases. Previous to the Great War a dose of 606 cost about \$4.50. The Laboratory is now able to provide it at a cost, including overhead, at less than 50c a dose.

(5) Sometimes there are outbreaks of rabies among dogs and other animals, and children and others are bitten and infected. The Pasteur treatment prevents certain death in such cases. This treatment, which a few years ago could not be obtained nearer than New York, is now furnished free at all the Board's Laboratories.

Thus it will be seen that the Ontario Public Health Laboratory System renders an important service to the public and is probably the most highly developed service of the kind to be found in the world. Ask any physician what he thinks about it!

PREVENTION OF DISEASE PAYS

(6) DIVISION OF PREVENTIBLE DISEASES.

Of the \$120,000 appropriated for the expenses of this Division, \$57,473.68 is furnished by the Dominion Government for the expenses of Venereal Disease clinics. The important work of free treatment of Venereal Diseases in public clinics was first undertaken in 1920. It has grown rapidly and there are now seventeen such clinics in Ontario. In addition similar work is carried on under the Board's direction in the public institutions, gaols and reformatories. About 90,000 treatments were given during the year 1922, an increase over the previous year of 18,000 treatments.

Tuberculosis Clinics.

While the Government spends annually some \$300,000 for the care of tuberculosis patients in sanatoria, it has been felt that useful as this expenditure is, cases of consumption should be recognized and treated at the earliest possible date. Too many of the patients treated without, as well as within sanatoria, are advanced cases in which treatment fails to accomplish the highest results. Arrangements have been made for the respective sanatoria in Ontario to establish diagnostic clinics in towns adjacent to them. The Division is making arrangements for a travelling clinic with X-ray equipment to reach the more remote parts of Ontario so as to bring to the aid of physicians and the public, expert diagnostic consultation in early and obscure cases of consumption. It is hoped in this way to discover a greater proportion of cases early enough to afford the best chance of successful treatment and to prevent the infection of others in the family. In about ten years the death-rate from consumption has dropped from 100 to 71 per 100,000 of population.

The Division carries on work in the prevention and control of epidemics and provided the earliest relief to the extent of \$20,000 for nurses, physicians and hospital supplies to the patients ill of typhoid in Cochrane.

"Let Not the People Perish for Lack of Knowledge" is the Board's Motto.

(7) DIVISION OF PUBLIC HEALTH EDUCATION.

The most important part of public health work is the education of the public in the value of sanitation and disease prevention. It is in the home, whether of the city, town or country that the actual battle with disease is fought and won. The Provincial Health Department administers the business of public health practice. The practical details must be carried on by the Boards of Health in local areas. To these and to the people themselves the Provincial Board brings instruction in the best means of dealing with sanitary problems. Instruction in maternity care, in the care of babies, in the preservation of pure water supplies, in the safe disposal of sewage, in the problems of industrial hygiene and in the general prevention of disease, is the work of the Board.

Public Health Education in Ontario is carried on by means of literature on the various public health topics, by films, lectures, and slides illustrating proper methods, by exhibits, by newspaper health talks and by radio broadcast.

The best Health Educator is the Public Health Nurse. She comes closer in contact with the mother and the family than any other public health agency. More and more her services, to ensure successful results, must be utilized. Voluntary agencies such as the Women's Institutes, the Red Cross, the Daughters of the Empire, the National Social Hygiene Council, the Rotary Clubs, and many others, have proved useful auxiliaries, not only in education, but in practical public health work.

A SUMMARY of the Provincial Board's service to the public is briefly as follows:

- (1) Seventeen Venereal Disease Clinics.**
- (2) Free distribution of phenarsenamine (606) and other remedies for venereal disease treatment.**
- (3) Free public laboratory service, eight laboratories.**
- (4) Three years' increase in specimens examined, 39,652.**
Increased value\$110,000
- (5) Tuberculosis clinics.**

- (6) Well-baby clinics.
- (7) Free distribution of diphtheria antitoxin, etc., and reduction of diphtheria mortality.
- (8) Saving of lives of mothers and babies.
- (9) Installation of sewer and water services (those for 1922 about double those of 1919).
- (10) Division of Public Health Education } entirely new.
 Division of Industrial Hygiene }
- (11) One additional District Officer of Health and three additional Sanitary Inspectors for New Ontario in recent years.
- (12) Establishment of standard camps in New Ontario.
 The voluntary and unbiased opinion of competent authorities is that Ontario has the best public health laboratories and public health service in America.

PUBLIC HEALTH IS PURCHASABLE. WHY NOT HAVE IT?

Ask the Provincial Board, Spadina House, Toronto, for literature and full information.



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